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# PARKS PERSPECTIVE

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Fish, Wildlife & Parks  
Parks Division

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The illustrations in this issue of Parks Perspective follow the history of Montana as it is preserved in the State Park System.

On the cover: Pictograph State Monument provides a glimpse into the prehistoric life of the earliest Montanas.

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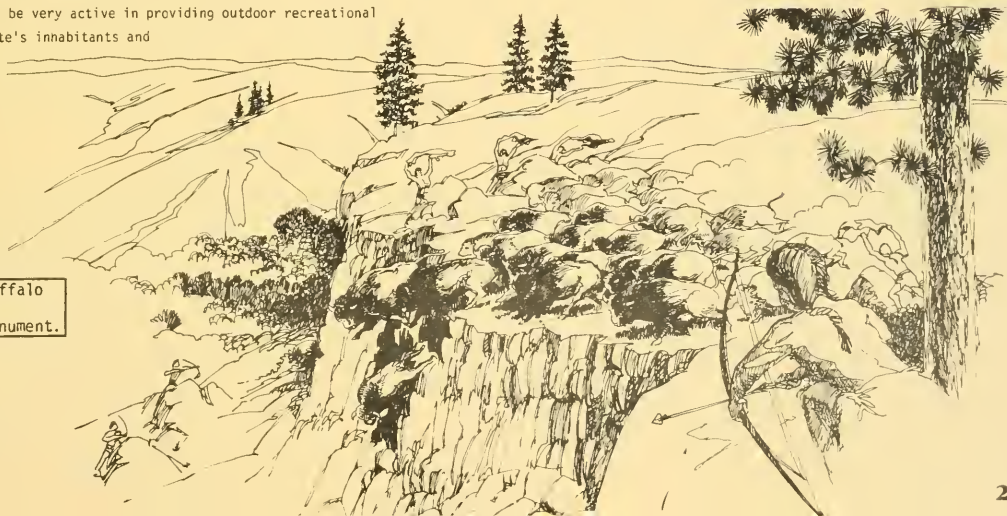


# **ROLES AND RESPONSIBILITIES**

## **The State Park System**

The embryo which would eventually mature into Montana's present State Park System began to develop in 1929. In this year, a Kiwanis club supported bill was passed by the legislature which designated the state forester as state park director. In 1935, Morrison Cave (then designated as Lewis and Clark National Monument and now named Lewis and Clark Caverns) became Montana's first state park. Sale of the cave's admission tickets was the Park System's principle source of revenue from 1939 until 1947 when the first legislative appropriation was made for park purposes. Up to 1947, five parks had been donated to the Park System but appropriated funding allowed the system to grow to thirteen sites by 1953. In an effort to consolidate state government, in March 1953, all park functions were transferred from the State Forester's Office to the State Highway Commission. In 1965, the Fish and Game Department (name changed to Department of Fish, Wildlife and Parks in 1979) accepted responsibility for recreation management and all park functions were again transferred. This latter transfer was made in order to coordinate all park and recreation activities under a single parent agency, where it resides yet today.

As you will read in the remainder of this publication, the Parks Division has been and continues to be very active in providing outdoor recreational opportunities for the state's inhabitants and



Native hunters often used buffalo jumps similar to this one at Rosebud Battlefield State Monument.

visitors. The Park System now includes approximately 300 parks, monuments, recreation areas, waterways, roads, trails, and fishing access sites. Operation and maintenance of snowmobile and motorboat facilities is the responsibility of the Parks Division and other special interest outdoor recreation groups often turn to the Division and the Department for assistance. In addition, the Department of Fish, Wildlife and Parks through the Parks Division administers the Land and Water Conservation Fund, a federal grants-in-aid program for local and state outdoor recreation projects. For details on these and other current activities, please read on.

## Roles and Responsibilities

The Department of Fish, Wildlife and Parks is mandated by law to conserve Montana's scenic historic, archaeological, scientific, and recreational resources for the use and enjoyment of the people. The Parks Division operation of state parks, recreational areas, monuments, fishing access sites, and recreational waterways, roads, and trails fulfills that responsibility. To a degree, management for conservation and use are contradictory goals neither of which may be allowed to predominate within the system. There is little point in conserving park resources if they cannot be used and enjoyed by people, but use cannot be allowed to destroy the very thing being conserved either. Management such as land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance, and coordination with other agencies must be carefully balanced to produce the end product -- resources of value to present and future generations.



The Lewis and Clark Expedition first reached the headwaters of the Missouri (now Headwaters State Park) in July 1805.



# LOOKING BACK

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Many of Lewis and Clark's campsites are now preserved as Fishing Access Sites.







# Regional Boundaries and Offices

## STATE HEADQUARTERS

Helena  
1420 East Sixth Ave.  
449-3750

## REGIONAL OFFICES

Region 1  
490 North Meridian Road  
Kalispell  
755-5505

Region 2  
3309 Brooks  
Missoula  
721-5808

Region 3  
8695 Huffine Lane  
Bozeman  
586-5419

Region 4  
Route 4, Box 243  
Great Falls  
454-3441

Region 5  
1125 Lake Elmo Drive  
Billings  
252-4654

Region 6  
Route 1, Box 210  
Glasgow  
228-9347

Region 7  
Box 430  
Miles City  
232-4365



PARKS DIVISION ADMINISTRATIVE REGIONS

# Montana State Park System Visitation

How many people visit the State Park System? The answer to this question is one of the most sought after pieces of information for a park manager. Not only are visitation figures used for the manager's park planning, but they are constantly being requested by other agencies, organizations, or individuals. Our state has over 300 State Park System sites dotting its average 550 mile length -- collecting accurate visitor statistics is no easy task.

## The Technique

The mainstay of the visitation calculation technique is the electric traffic counter. These instruments are quite expensive and manpower is not available to manage one counter at every site, so counters are on an annually rotating schedule. Each site in the state should be serviced by a traffic counter once every five to seven years. In the interim, visitation statistics from the previous year are revised according to traffic flow on each site's feeder route as determined by the Montana State Highway Department's extensive traffic counter system. Traffic counts are converted to visits by using a person/vehicle factor determined by observation while collecting camping fees. Traffic counters tend to produce visitation figures at the high end of the scale because a visitor may leave and re-enter a site more than once during one outing. Park System wide, however, this overestimate is somewhat balanced by the fact that a number of sites have secondary entrances or are accessible by foot or boat only, thus avoiding all traffic counters.

Traffic counter readings are taken during a period of time beginning with the Memorial Day weekend (May 22, 1981) to September 30. Annual statewide visitation can be derived by expanding this value by 15%. This value was determined from observation by park officials.

## The Results

The counter program tells us that over 3.5 million people visited the Montana State Park System during the entire 1981 calendar year. This is an increase of 8% over 1980. Overnight camping permit sales to total visitation revealed that 17% of the System's visitors stayed overnight.

### STATEWIDE PARKS VISITATION

	<u>Visits</u>	<u>% Change From Previous Year</u>
Calendar Year 1979	1,905,448	-23
Calendar Year 1980	3,274,489	see note
Calendar Year 1981	3,544,000	+8

Note: Since a revised technique was used to determine visitation in 1980 this figure is not comparable to the 1979 visitation.

A look at visitation at two traditional indicator sites confirms an increase in visitation during 1981 after a lull in 1979 and a modest increase in 1979.

#### LEWIS AND CLARK CAVERNS

	<u>May</u>	<u>June</u>	<u>July</u>	<u>August</u>	<u>Sept.</u>	<u>Total</u>	<u>% Change From Previous Year</u>
Calendar Year 1979	4,798	9,915	15,888	14,557	4,953	50,111	-22
Calendar Year 1980	4,644	10,039	17,216	17,117	3,599	52,615	+ 4
Calendar Year 1981	4,638	11,391	19,154	17,458	5,304	57,943	+10

#### CHIEF PLENTY COUPS MUSEUM Guest Registration

	<u>May</u>	<u>June</u>	<u>July</u>	<u>August</u>	<u>Sept.</u>	<u>Total</u>	<u>% Change From Previous Year</u>
Calendar Year 1979	353	415	543	340	254	1,905	-15
Calendar Year 1980	182	518	731	506	201	2,138	+12
Calendar Year 1981	408	906	714	465	193	2,758	+29

The total visitation statistics presented in Tables 1 and 2 below were collected by use of the traffic counter technique. Overnight visits were determined by overnight camping permit sales plus 40% -- permit sales are considered to be only 60% efficient statewide. One permit corresponds to one vehicle. Therefore, the permit sales must also be multiplied by the number of persons observed per vehicle to convert to the number of visitors. Day use is merely the difference between total visits and overnight visits at fee sites. All visitation is given in terms of the number of people during the period beginning with the Memorial Day weekend and ending September 30, except for the annual visitation given in the last line of Table 2.

Table 1. Fee Areas - 1981  
(May 22 - September 30)

<u>Region</u>	<u>Overnight Visits / % Total</u>	<u>Day Use Visits / % Total</u>	<u>Total Visits</u>
1	51,100 / 16	278,300 / 84	329,400
2	10,900 / 19	45,700 / 81	56,600
3	8,000 / 17	40,200 / 83	48,200
Canyon Ferry	31,100 / 16	163,800 / 84	194,900
4	14,000 / 37	24,000 / 63	38,000
5	11,300 / 5	209,100 / 95	220,400
6	no fee areas	no fee areas	no fee areas
7	3,000 / 5	54,700 / 95	57,700
Statewide	129,400	815,800	945,200

Table 2. All State Park System Sites - 1981  
(May 22 - September 30)

<u>Region</u>	<u>Overnight Visits / % Total</u>	<u>Day Use Visits / % Total</u>	<u>Total Visits</u>
1	102,000 / 16	535,300 / 84	637,300
2	88,800 / 19	378,500 / 81	467,300
3	64,600 / 17	315,400 / 83	380,000
Canyon Ferry	46,400 / 16	243,800 / 84	290,200
4	170,000 / 37	289,600 / 63	459,700
5	21,400 / 5	405,900 / 95	427,300
6	9,000 / 14*	55,500 / 86*	64,500*
7	17,800 / 5	337,300 / 95	355,000
Seasonal Total	520,000 / 17	2,561,300 / 83	3,081,300
Annual Total (Seasonal Total + 15%)	Overnight use will decrease by an unknown factor during winter months making it impossible to apply the 15% increase to overnight and day use to arrive at annual use.		3,554,000

\*All regional percentages come from Table 1. Since Region 6 has no fee areas, the statewide average from Table 1 was used.

In 1981, the State Park System received visits from every county in the state, every state in the Union, and from nine foreign countries. Visitors came from such distant places as England, France, Australia, Switzerland, and Newfoundland.

Overnight ticket sales indicated that between May 22 and September 30, 1981, 52% of the visitors at fee collecting sites were residents of Montana. Although this figure was derived from permit sales at fee collection sites, we assume that a similar percentage applies to statewide visitation.

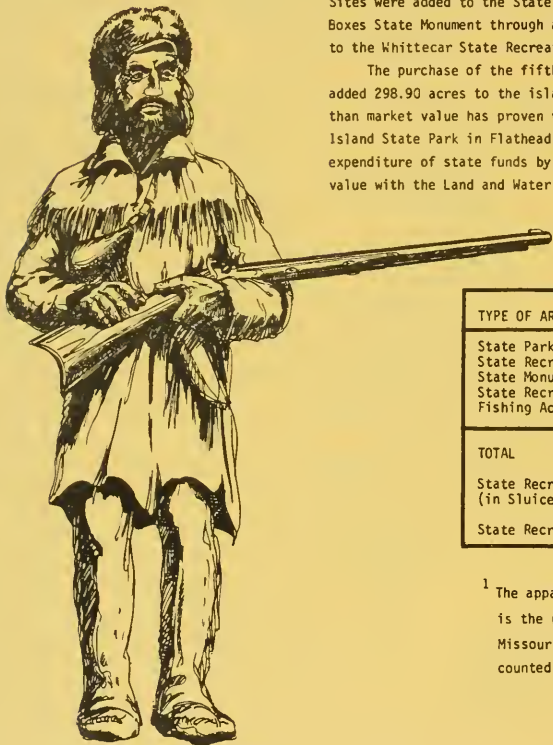
Table 3. Resident and Nonresident Visitation  
AT FEE COLLECTION SITES ONLY

<u>Region</u>	<u>Nonresident Visitation</u>	<u>Resident Visitation</u>
1	62%	38%
2	48%	52%
3	84%	16%
Canyon Ferry	22%	78%
4	21%	79%
5	4%	96%
6		
7	6%	94%
Statewide	48%	52%

Where they came from -- the five most common visitor origins during the summer season, as determined by overnight camping permit sales.

<u>Origin</u>	<u>% of Total Overnight Visits</u>
Yellowstone County, Montana	9%
Missoula County, Montana	8%
Canada	8%
California	7%
Washington	6%

## Park System Sites and Acquisitions



During fiscal year 1980-81, land holdings within the System increased by 807.49 acres with acquisition through purchases, leases, gifts and exchanges. Seven new Fishing Access Sites were added to the State Park System. A little over 12 acres were added to Sluice Boxes State Monument through a land trade. A one-half acre caretaker residence was donated to the Whittecar State Recreation Area near Hamilton.

The purchase of the fifth of seven parcels that comprise Wildhorse Island State Park added 298.90 acres to the island. The Parks Division emphasis on acquiring land at less than market value has proven very beneficial to the continuing acquisition of Wildhorse Island State Park in Flathead Lake. This acquisition is being accomplished without expenditure of state funds by cost sharing the the owner's gift of half of the island's value with the Land and Water Conservation Fund.

TYPE OF AREA	Number (6/30/80)	Number (6/30/81)
State Parks	10	10
State Recreation Areas <sup>1</sup>	61	67
State Monuments	18	18
State Recreation Road	1	1
Fishing Access Sites	197	204
TOTAL	287	300
State Recreational Trails (in Sluice Boxes State Mon.)	1	1
State Recreational Waterways	5	5

<sup>1</sup> The apparent increase in the number of recreation areas is the result of naming sites separately along the Missouri River Recreation Road when before they were counted as one site.

Drouillard Fishing Access Site is named for George Drouillard, a Lewis and Clark interpreter and later fur trapper who was killed near the site.



ACQUISITIONS COMPLETED BETWEEN  
JULY 1, 1980 AND JUNE 30, 1981

	DATE	NAME	COUNTY	ACREAGE	COST	PURPOSE
STATE PARKS	10-80	Wildhorse Island Addition	Lake	298.90	\$500,000	Hiking, nature study, sightseeing
STATE MONUMENTS	01-81	Sluice Boxes Land Trade	Cascade	12.18	trade	Hiking, nature study, sightseeing
STATE RECREATION AREAS	12-80	Whittecar Rifle Range Addition	Ravalli	.50	donation	Caretaker residence
FISHING ACCESS SITES	08-80	Amelia Island	Treasure	91.63	land trade	Fishing/floating
	09-80	Amelia Island Addition	Treasure	50.00	\$200/yr. lease	Fishing/floating
	12-80	Free River	Park	13.408	donation	Fishing/floating
	12-80	Captain Clark	Yellowstone	95.10 road easement	\$105,000	Fishing/floating
	12-80	Ashmore	Missoula	131.6	\$ 93,800 (\$38,500) donated	Fishing/floating
	12-80	Kirk	Gallatin	3.012	donation	Fishing/floating
	02-81	Amelia Island Trade	Treasure	-2.84	\$ -8,500	Fishing/floating
	03-81	Blackford	Gallatin	2	\$ 50/yr. lease	Fishing/floating
	03-81	Bridger Bend	Carbon	12	no cost easement	Fishing/floating

# The Coal Tax . . . Helping Provide Parks for Montana

As a result of the 44th State Legislature, a state coal severance revenue tax was initiated. A portion of this tax on coal extraction is distributed by formula to the State Parks System. Use of this money is limited to acquisition, improvement, and operation of state parks acquired with coal tax funds.

Although few in number, acquisitions within the Park System made with coal tax funds are high in significance to Montanans containing values which are integral to a balanced system of state parks. Only with additional sources of funds like the coal severance tax can the state afford to preserve these special values.

The chart below briefly summarizes the acquisitions made since the law became effective in 1975.

Acquisitions Made With the Coal Tax			Acres	Appraisal, Survey, and Title Costs	Purchase Cost
December, 1977	Roche Jaune SRA	Custer County	1.0	\$ 460.75	\$ 19,600
June, 1978	Bannack SP addition	Beaverhead County	1 lot	--	1,850
June, 1978	Powder River Depot SM*	Prairie County	easement	1,203.75	-0-
August, 1978	Council Grove SM	Missoula County	186.0	3,287.50	140,000
October, 1978	Rosebud Battlefield SM	Big Horn County	4883.0	4,070.76	881,160
January, 1979	Makoshia SP Addition	Dawson County	650.36	1,847.50	143,900
July, 1979	Giant Springs-Heritage SP Addition	Cascade County	28.6	1,800.00	97,500
August, 1979	Lake Josephine (leased to city)	Yellowstone County	--	4,106.16	125,000
TOTAL			5749+ acres	\$16,776.42	\$1,409,010

Total Cost: \$1,425,786.42  
Other Matching Funds: \$ 225,786.42  
Coal Tax Funds: \$1,200,000.00

\*Easement for historic monument, recreation and fishing access site from Burlington Northern.

## 1979 LEGISLATION CHANGING THE COAL TAX PARKS LAW

Previously, the Department of Fish, Wildlife and Parks had the responsibility of finding and choosing areas for acquisitions made with the coal tax money. HB 550, passed by the 1979 Legislature, states that any person, association, or representative of a governing unit may submit a proposal for the acquisition of a site or area that would meet State Park System qualifications. This proposal must be submitted to the Department of Fish, Wildlife and Parks by December 1 of the year preceding the convening of a legislative session.

The Fish and Game Commission shall then present to the Legislature by the 15th day of any legislative session a list of areas, sites, or objects that were proposed for purchase for use as state parks, state recreational areas, state monuments, or state historical sites with the money contained in the parks account.

The Legislature must appropriate funds from this account before any park, area, monument, or site may be purchased.

# 1981 LEGISLATION

In accordance with the law and as a result of public information efforts eleven coal tax park proposals were submitted to the Department by the December 1, 1980 deadline. These proposals were compiled into an information packet which was presented to the 1981 State Legislature by the Fish and Game Commission.

The sites nominated for addition to the State Park System were:

<u>Site</u>	<u>County</u>	<u>Proposed Cost</u>
Bar's Landing	Custer	\$ 30,000
Doeden's Island	Custer	110,000
Engle Ranch	Dawson	336,000
Kootenai Lodge	Lake	1,250,000
Lake Elmo	Yellowstone	3,500,000
Les Mason Memorial	Flathead	700,000
Marias Pass	Flathead/Glacier	45,000
Signal Butte	Custer	360,000
Spring Meadow Lake	Lewis and Clark	335,000
Tongue River Road	Custer	90,000
Tongue River Wilderness	Custer	140,000
	<u>TOTAL</u>	<u>\$6,896,000</u>

Through the passage of House Bill 871, the 1981 Legislature appropriated \$750,000 of coal tax park acquisition funds for the purchase of:

Doeden's Island	\$110,000
Engle Ranch	\$340,000
Spring Meadow Lake	\$300,000

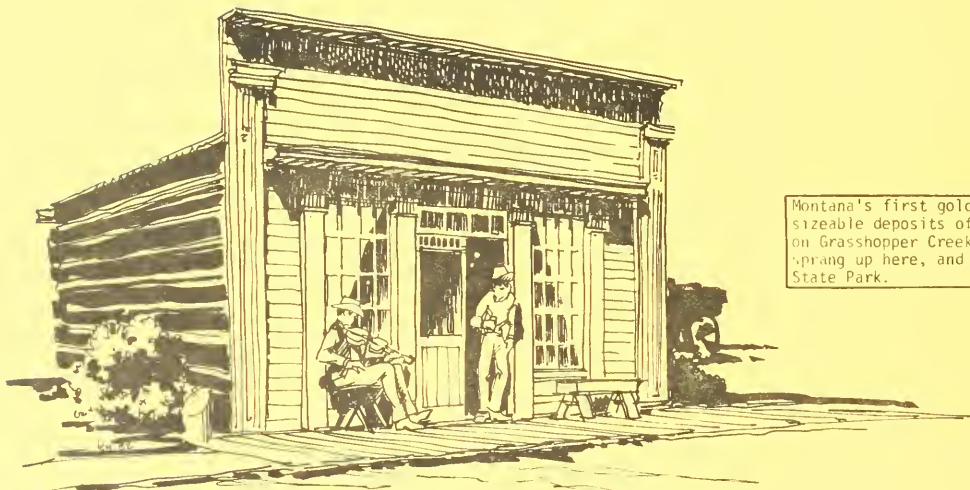
The bill instructed the Department to pay the appraised value or the amount appropriated above, whichever is less, for the acquisition of each site. Negotiations for purchase and the development of plans for sites will occur in FY 82 and 83.

HB 871 included a statement of intent that the Department "adopt rules to equitably distribute funds for park acquisition." These rules may provide for adjustments of grants if less revenue is received than is appropriated under this act."

HB 871 also required that separate accounts be maintained for cultural and aesthetic grants and coal tax park acquisitions. Previously these funds were in one account.

The 1981 Legislature's Long Range Building Committee passed a resolution instructing the Department to submit proposals of their own along with the citizens list of proposals for areas to be purchased from the Coal Tax Trust Fund:

As a "governing unit" the Department of Fish, Wildlife and Parks shall submit a proposal or proposals for the acquisition of a site or area described in 23-1-102 from the income of the trust fund created by 15-35-108 (2)(h)(ii). The proposal(s) shall be included in the list of areas that are proposed for purchase as additions to the Montana State Parks System which the Fish and Game Commission presents to the legislature by the 15th day of the legislative session.



Montana's first gold rush occurred in 1862 when sizeable deposits of placer gold were discovered on Grasshopper Creek. Montana's first boom town sprang up here, and is now protected as Bannack State Park.

# The Land and Water Conservation Fund ...

## Providing Statewide Outdoor Recreation

The Land and Water Conservation Fund is a federal grants program that provides grants to the states and their political subdivisions to assist with acquisition and development of public outdoor recreation areas and facilities. Grants may be used to fund up to 50% of outdoor recreation project costs.

The Department of Fish, Wildlife and Parks was designated by law in 1965 as the state agency responsible for administration of the program. The Parks Division administers the program. In the 17 years since the program's inception, Montana has received \$26,788,770 from the Land and Water Conservation Fund. With the 50% matching requirement, this has resulted in \$53,577,540 being expended on outdoor recreation areas and facilities in Montana as a direct result of the Land and Water Conservation Fund.

In fiscal year 1980-81, Montana's original Land and Water Conservation Fund apportionment totalled \$2,108,568. This was later reduced through the federal administration's budget-cutting process to \$1,585,255 (a 24.8% reduction).

Approximately 58% of all projects written during 1980-81 were for locally sponsored projects; 42% were sponsored by the State of Montana. This apparent inconsistency with the Fish and Game Commission's intent to split the LWCF 50/50 between state/local projects was due to an unanticipated availability of funds for local projects. This was caused when locally sponsored projects in the previous year were cancelled by their sponsors. The historic 50/50 balance in funding state and local projects is being achieved.

Cattle and sheep ranching at places like Mount Haggin Wildlife Management and Recreation Area brought many settlers to Montana in the 1870's.



As fiscal 1981 came to a close, there was considerable concern as to the future of the Land and Water Conservation Fund. The Reagan Administration had proposed no dollars for the state side of the program for fiscal 1982 but had recommended an appropriation to federal agencies to buy land (approximately \$150 million). There are differing opinions in Congress as to what the future of the Land and Water program should be. It does appear, however, that with the current fiscal attitude in Washington the prospect of state side funding for fiscal 1982 is bleak.

It is of concern to the states that the federal side of the program was funded in fiscal 1982 but the state side was overlooked. A concerted effort will be launched to convince the President and Congress that the states are entitled to a share of the Land and Water appropriation annually.

#### LOCAL LAND AND WATER CONSERVATION FUND PROJECTS

SPONSOR	SCOPE	LWCF DOLLARS
Hardin /D	Neighborhood Park Improvements	5,600.00
Great Falls /O	Westbank Park	50,000.00
Rosebud County A/O	Stillwater Park at Colstrip	594,500.00
Jefferson County /O	Recreational Park	14,100.00
Park County /O	Green Acres Park	22,000.00
Kalispell A/O	Dry Bridge Park	55,000.00
Flathead County A/O	Bigfork PP&L Park	27,500.00
Flathead County A/	Leisure Island Acquisition	68,867.50
Lincoln County /O	Ballfield and Rodeo Arena	31,556.00
Mineral County /O	St. Regis Park	5,000.00
Miles City /O	Improvements at Spotted Eagle	3,000.00
Billings /O	Riverfront Park	73,500.00
Billings /O	Central Park	30,000.00
Billings /O	Highland Park	20,000.00
Conrad /O	Sports Complex	9,343.00
Broadview School District #21 /O	Multipurpose Area	12,185.00
Cut Bank /O	City Park Improvement	5,000.00
Manhattan /O	Town Park Improvement	7,000.00
Kalispell School District #5 /O	Playground	3,600.00
Terry /O	Murn Park	4,500.00
Libby /O	Fireman's Park Improvements	3,500.00
Townsend School District #7 /O	Playground	2,500.00
Yellowstone County /O	Softball Complex	8,500.00
Philipsburg /O	Town Park Improvements	9,250.00
TOTAL New Local Projects		\$1,062,001.50
AMENDMENTS		
Westby /O	Town Park Improvements	529.44
Fallon County /O	Baker Lake Restoration	11,230.50
Wibaux /O	Tennis Courts	3,122.92
Thompson Falls A/O	Golf Course Improvements	22,920.00
Broadus A/O	Golf Course	47,600.00
Total Local Amendments		\$85,402.86
TOTAL LOCAL PROJECTS		\$1,147,404.36

A/ = Acquisition O/ = Development



# STATE LAND AND WATER CONSERVATION FUND PROJECTS

NAME	LOCATION BY COUNTY	LWCF DOLLARS
Ashmore Acquisition	Missoula	52,434.00
Pila FAS Development	Flathead	11,169.00
Old Steel Bridge FAS /D	Flathead	14,232.00
Springdale Bridge FAS /D	Park	8,307.00
Bell Crossing FAS /D	Ravalli	13,194.00
Emigrant FAS /D	Park	9,520.00
Twelve Mile Dam FAS /D	Custer	5,042.50
Grey Bear Boat Access /D	Sweet Grass	6,275.00
Black Sandy SRA A/D	Lewis & Clark	241,405.00
Linst Creek State Park /D	Deer Lodge	92,610.00
Rookery State Recreation Area /D	Hill	9,895.00
Wild Horse Island, Segment 6	Lake	144,060.00
TOTAL New State Projects		608,143.50
AMENDMENTS		
Wild Horse Island A/	Lake	119,000.00
Greycliff Natural Area /D	Sweet Grass	4,332.66
Frank Lake Acquisition A/	Lincoln	9,247.97
Sluice Boxes State Monument /D	Cascade	124.48
Martinsdale FAS /D	Meagher & Wheatland	4,422.14
Petty Creek FAS /D	Missoula	4,604.74
Far West FAS /D	Rosebud	9,266.35
Pelican FAS /D	Sweet Grass	2,196.20
Salmon & Placid Lakes SRA /D	Missoula	6,715.50
Cooney State Recreation Area /D	Carbon	1,892.50
Boulder Forks FAS /D	Sweet Grass	132.50
Lambeth State Recreation Area /D	Lake	1,247.00
Black Sandy State Recreation Area A/D	Lewis & Clark	1,188.00
Cameron Bridge FAS /D	Gallatin	1,232.50
TOTAL State Project Amendments		166,202.54
TOTAL STATE PROJECTS		774,346.04
Statewide Outdoor Recreation Plan		47,229.35

A/ = Acquisition /D = Development FAS = Fishing Access Site

# **The Snowmobile Program . . .**

## **A Dimension of Winter Recreation**

Montana's snowmobile program derives its revenue from two sources -- 1) \$2 registration fees, and 2) a share of Montana's gasoline tax (5/10 of 1% of the state's distributors gasoline tax is earmarked for snowmobiling). The Parks Division receives \$1 from every snowmobile registered plus 90% of the dollars generated through the gasoline tax. (The remainder goes to the Enforcement Division for enforcement of snowmobile laws and for safety education.)

In fiscal 1981, approximately \$172,000 were expended on operation, maintenance, development, and the administration of Montana's snowmobile program. Approximately \$34,000 that were budgeted for the 1980-1981 winter were unexpended due to an extremely light winter. Snowmobile trail grooming was the major effort undertaken during the snowmobile season. Development of snowmobile trailhead facilities, clearing and marking of snowmobile trails, and maintaining of trailhead facilities also occurred.

The following is a listing of projects undertaken last year benefiting directly from the snowmobile fund.



SNOWMOBILE PROJECT SUMMARY 1980-1981

— TRAIL GROOMING —

Location	Miles	Dollars
West Yellowstone	150	\$ 27,000
Cooke City	50	16,804
Flathead County	100	26,896
Lincoln/Seeley/Ovando	75	3,391
Dillon	50	630
Helena	100	14,950
Bozeman	100	14,770
Missoula	50	9,947
Kings Hill	75	7,475
Georgetown Lake	50	454
Mineral County	50	370
Butte	0	45
		\$122,732

Purchased I/MC 3300 groomer

— DEVELOPMENT —

Grayling Creek (Gallatin) Parking	\$ 1,227
Spotted Eagle Parking & Trail (Miles City)	1,500
	\$ 2,727

— PLOWING —

Lewis and Clark County	\$ 114
Waldron Creek (Teton County)	195
Mount Haggin (near Anaconda)	134
Red Lodge	36
Garnet (near Bonner)	77
	\$ 556

— ADMINISTRATION —

Helena	\$ 16,033
Kalispell	11,064
Missoula	8,063
Bozeman	6,864
Great Falls	2,259
Billings	1,456
Miles City	434
	\$ 46,173



# Changing Responsibility ...

## New Legislation in 1981

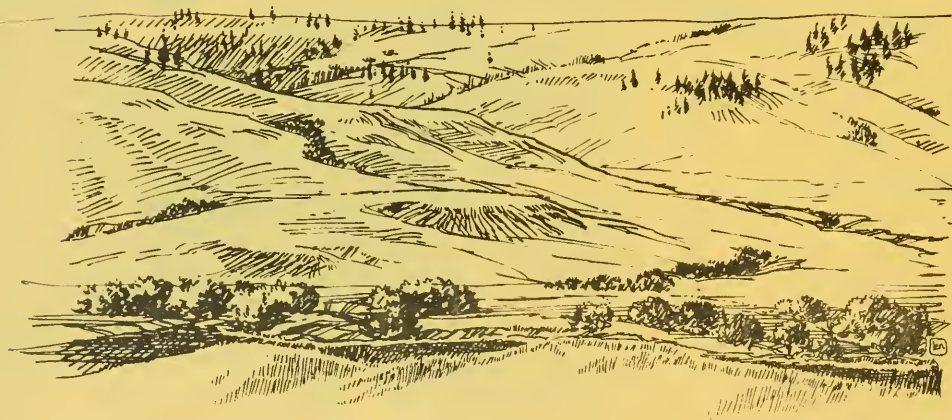
The 47th State Legislature met in Fiscal Year 1981 and passed the following legislation related to Parks:

**HB 102** establishes a trust account. When the Department sells surplus real property or receives certain income from property the money received from those actions unless prohibited by other regulations is placed in a trust and legacy fund of the state treasury. The interest derived from those monies may be used for the operation, development, and maintenance of the Department's real property after appropriation by the legislature.

**HB 594** requires that when a state agency plans to use or proposes to use public land contrary to local zoning regulations, a public hearing must be held. The hearing will be run by the local Board of Adjustments under provisions of Title 76, Chapter 2. That hearing will be held within 30 days of the date of notice from the agency to the Board of Adjustments that it intends to develop land contrary to local zoning regulations. The Board has no power to deny the proposed use but it acts only to allow public forum for comment on the proposed use. The main effect will be on parks and fishing access sites. The bill will be effective from October 1, 1981.

**HB 766** requires that the Department seek approval from the Board of Land Commissioners for the acquisition of areas or sites in excess of 100 acres or \$100,000 in value. The Board members are the Governor, the Superintendent of Public Instruction, the State Auditor, the Secretary of State, and the Attorney General. Matters are brought to this board by the Commissioner of State Lands.

**HJR 47** provides for an interim committee to study the operation and management objectives of the Department. Their study will also review the Department's land acquisition policies to make certain that the policies insure maximum public access to state fish, wildlife and parks resources, and also to insure that the state's fish, wildlife and parks resources are managed for the



One of the largest conflicts of the Indian wars took place at the Battle of the Rosebud in 1876 (now Rosebud Battlefield State Monument). Preceding the Battle of the Little Bighorn by only eight days, the Sioux and Cheyenne effectively stopped General Crook's troops who were marching to meet Custer's troops.

benefit of current and future generations of Montanans and to insure that available public funds are properly used for maintenance of all acquired lands.

HB 871 appropriates money for Coal Tax park acquisitions and for cultural and aesthetic projects (see page 12).

SJR 8 seeks an interim study by the Legislative Finance Committee to study the use of grants and contracted services of the renewable and nonrenewable natural resources in environmental science programs of the Dept. of Fish, Wildlife and Parks, Department of Natural Resources and Conservation, and the Coal Board in the Environmental Sciences Division of the Department of Health and Environmental Sciences. The Committee will report its findings to the 48th Legislature.

HB 26 requires a review of the Department's activities as they relate to private consultants.

HB 261 appropriated \$203,000 to the Department of Administration for recreational development at Ackley Lake State Recreation Area near Lewistown.

HB 460 reappropriated money for improvements at Lone Pine State Park near Kalispell. A total of \$327,680 was appropriated from the State Renewable Resources Development Clearance Fund Account and \$172,320 from the federal Land and Water Conservation Fund Account.

HB 603 appropriated funds to the Department of Natural Resources and Conservation to rehabilitate Cooney Dam near Reo Lodge. \$260,000 of these funds were appropriated from the federal Land and Water Conservation Fund.

HB 666 appropriated money for the following projects:

Fishing Access Site Acquisition .....	\$2,350,000
Regional Headquarters Maintenance.....	\$ 20,000
Fishing Access Site Protection.....	\$ 100,000
Giant Springs-Heritage State Park Improvements.....	\$ 300,000
Rosebud Battlefield State Monument Improvements.....	\$ 20,000
Bannack State Park.....	\$ 25,000
Makoshika State Park Improvements.....	\$ 81,000
Road Paving at Salmon and Placid Lakes State Recreation Areas.....	\$ 200,000
Purgatory Hill State Monument Improvements.....	\$ 34,000
Canyon Ferry State Recreation Area Improvements.....	\$ 249,500
Council Grove State Monument Improvements.....	\$ 110,000
Fort Owen State Monument Improvements.....	\$ 10,000

HB 709 appropriated a grant of \$50,000 from the Renewable Resources Development program to the Department of Fish, Wildlife and Parks to replace, renovate, and upgrade the lighting system in Lewis and Clark Caverns State Park.

The Department also submitted a grant application to the Renewable Resources Development program to fund a trails coordinator position for the 1982-83 biennium. This application was not written into the bill for consideration by the legislature.

HB 846 appropriated funds to the Department of Natural Resources and Conservation for the rehabilitation of the Tongue River Dam.

HB 847 appropriated \$4,745 to the Department of Fish, Wildlife and Parks to repair the boat ramp at Hell Creek State Recreation Area.

Most capital projects included federal matching funds which probably won't be available.



# The Planning Bureau . . .

## Analyzing Recreation Information

The Statewide Comprehensive Outdoor Recreation Plan (SCORP) is published on a five-year cycle with the next one due in 1983 (see page 38 for more details on SCORP.) Contact persons from other state, federal and local agencies have provided and continue to provide valuable interagency coordination. The '83 SCORP will consist of two sections. The first section will discuss specific statewide outdoor recreation issues...identifying needs as well as making recommendations. The second section will provide a central data bank, serving to centralize studies and surveys that directly relate to the issues or other outdoor recreation in Montana.

Eleven issues have been identified for analysis in the first section. All of the issue papers will be published for public review upon completion. The issues and their completion status are as follows:

Downhill Skiing  
Cross-Country Skiing  
Snowmobiling  
Park Law Enforcement

Wilderness Review

River Recreation  
Recreation & Energy  
Bikeways  
Destination Vacationing  
Recreational Access  
Motor Bike Recreational Use

Great Falls Tribune, April 1981  
Montana Outdoors, March/April 1981  
Scheduled for MSA Newsletter, Jan. 1982  
The Montana Standard, Oct. 1981  
The Billings Gazette, Sept. 1981  
The Independent Record, Oct. 1981  
The Great Falls Tribune, Oct. 1981  
The Bozeman Daily Chronicle, Oct. 1981  
Scheduled for Montana Magazine, May/June 1982  
Scheduled for Montana Outdoors, May/June 1982  
Scheduled for Montana Citizen, May/June 1982  
Scheduled for Montana Citizen, March/April 1982  
Scheduled for Great Falls Tribune, Feb. 1982  
Potential newspaper coverage, Spring 1982

Progress has also been made in the data collection section. Three major studies have been completed and one is in final review. These include the Nonresident Travel and Recreation Survey, "Attitudes" - a resident recreation survey, and a study of recreational energy consumption. In final review is a study on the impact of coal development on recreation trends in eastern Montana.

Other related projects undertaken during the 1980-81 fiscal year included:

- initiated work on a new recreation guide
- submitted application for a U.S. Dept. of Energy small grant to install two solar assisted outhouses (request was denied)
- assisted in acquisition of selected school trust land
- investigated alternative park funding sources
- maintained the summer traffic counter system
- prepared coal tax applications for the legislature
- reviewed and prepared various legislative testimony
- prepared a regional management plan outline
- participated in the proceedings of the Governor's Wilderness Advisory Committee

The arrival of railroads in Montana in the 1880's added to the mining boom that was taking place. Sluice Boxes State Monument maintains part of the railroad right-of-way to the mines in the Little Belt Mountains as a scenic trail.

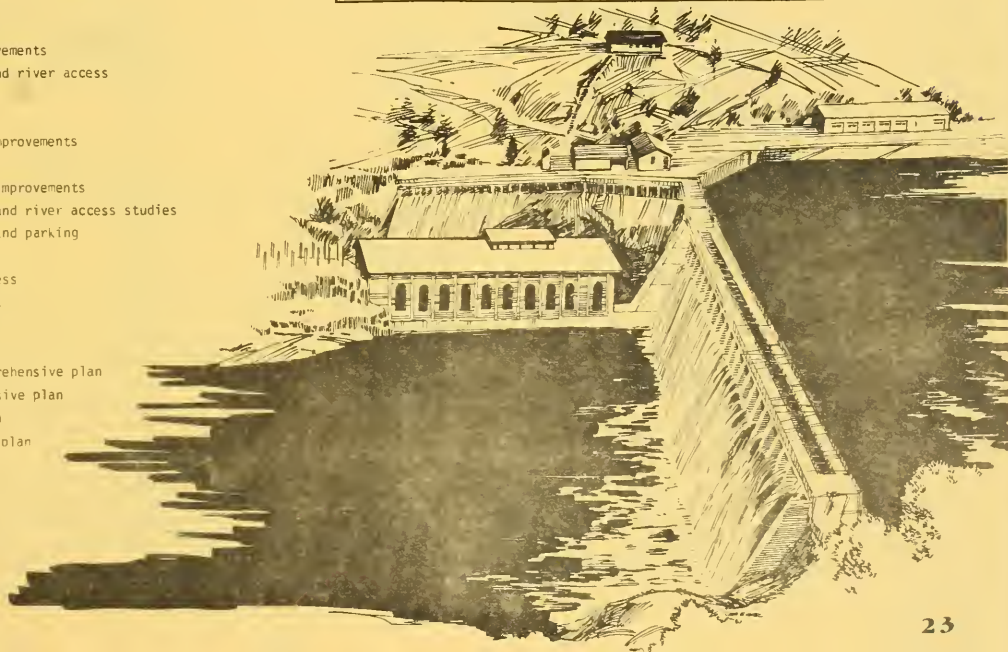


# The Design and Construction Bureau . . . Providing Park Facilities

Our Design and Construction Bureau staff was highly involved in many types of projects not constructed during fiscal year 1981 that required master site plans and overall comprehensive plans. The projects were as follows:

Makoshika drainfield improvement  
Hell Creek boat ramp  
Eight Mile fishing access (Madison River) project  
Rookery trailhead parking area  
Old Steel Bridge river access development  
Twelve Mile fencing and road improvement  
Grey Bear river access  
Bell Crossing river access  
Kila road and marking improvements  
Springdale Bridge parking and river access  
Black Sandy improvements  
Selkirk footbridge  
Emigrant road and parking improvements  
Aunt Molly management plan  
Bean Lake parking and road improvements  
Blackfoot Corridor parking and river access studies  
Hannon Memorial entry road and parking  
Harpers Lake improvements  
Jo Bonner road and lake access  
Lost Creek road improvements  
Poindexter master site plan  
Ulm master site plan  
Tongue River Reservoir comprehensive plan  
Johnson Reservoir comprehensive plan  
Yacht Basin master site plan  
Doeden's Island master site plan  
Fort Owen master site plan

Hauser Dam was constructed in the early 1900's to generate electricity for the mining industry in the Butte and Helena areas. The dam also provides recreational benefits. Black Sandy State Recreation Area which is maintained and managed by the Department of Fish, Wildlife and Parks is leased from the Montana Power Company who operates Hauser Dam. A history of hydroelectricity is interpreted at the site.



Complete sign plans were prepared for various sites:

Harper Lake	Bell Crossing
Lost Creek	Black Sandy
Bean Lake	Emigrant
James Kipp	Old Steel Bridge
Springdale Bridge	Lambeth
Grey Bear	

Partial sign plans were prepared on various other sites. The audio visual film strip for the Lewis and Clark Caverns formation was worked by our staff.

This fiscal year also found additional legislation that brought additional regulations in the construction industry. Procedures and coordination with other agencies enforcing these regulations were attempted during this period and have been implemented into our construction procedures.

The table below shows Parks Division development projects. Some are still underway.

FISCAL YEAR 81 DEVELOPMENT PROJECTS

<u>SITE</u>	<u>PROJECT</u>	<u>COMPLETION DATE</u>	<u>COST</u>
Whitetail Reservoir	Spillway Repair	05-81	\$ 10,000
Pishkun Reservoir	Roadwork	10-80	14,000
Pipe Organ	Fencing	08-80	15,000
James Kipp	Boat Ramp	11-80	7,000
Lambeth	Utilities and Roadwork	Under Construction	87,000
Heritage Park	Landscaping	Under Construction	250,000
Rocne Jaune	Roadwork	10-80	15,000
Greycliff Prairie Dog Town	Interpretation	11-80	12,000
Rosebud Battlefield	Interpretation	08-80	18,000
Cameron Bridge	Roadwork	06-81	30,000
Martinsdale	Roadwork	10-80	86,000
Far West	Roadwork	04-81	52,000
Cooney	Shower	11-80	15,000
Placid Lake	Campground	10-80	282,000
Lewis & Clark Caverns	Tram Removal	06-81	9,000
Pelican	Roadwork	Under Construction	30,000

Projects in the planning stage are:

Makoshika Sewer	Springdale Bridge	Twelve Mile
Hell Creek	Bannack	Grey Bear
Eight Mile	Black Sandy	Bell Crossing
Rookery	Selkirk	Kila
Old Steel Bridge		Emigrant

Various packages were prepared by request for the legislative presentations.  
They were as follows:

Ackley Lake State Recreation Area  
Silos at Canyon Ferry State Recreation Area  
Lone Pine State Park  
Lewis and Clark Caverns State Park  
Giant Springs-Heritage State Park  
Rosebud Battlefield State Monument  
Bannack State Park  
Makoshika State Park  
Placid and Salmon Lake State Recreation Areas  
Purgatory Hill State Monument  
Council Grove State Monument  
Fort Owen State Monument  
Hell Creek State Recreation Area

Several projects were involved in litigation during this period.

Boulder Forks Fishing Access Site on the Boulder River ...an access question involving the neighbor.  
Cameron Bridge Fishing Access Site on the Gallatin River ...contract dispute.  
Far West Fishing Access Site on the Yellowstone River ...contract dispute.

Various other projects involved the Design and Construction Bureau. Some of these had to do with retaining and supervising land surveyors. Fort Shaw Fishing Access Site was planned and developed in cooperation with Cascade County. The flood disaster of 1981 created a federal program that we participated in during June of 1981. Construction of fiberglass latrine components were contracted and some were built during this period. All specifications used by our Bureau were put on the System 6 computer for use on future projects. Aerial photos were acquired from various state and federal agencies for our Fish, Wildlife and Parks lands.

Various graphic projects were developed during this period by our graphic designer; the Parks Perspective report, the Smith River guide, Caverns brochure, Salmon Lake brochure, Placid Lake brochure, Coal Tax Nominating brochure, Caverns Employee Manual, NASDRLD brochure, Giant Springs Fund Raising brochure, Giant Springs Recreation Facilities map, Land and Water Conservation Fund in Montana notebook, and the Land and Water Conservation Fund notebook. Some projects were for other Divisions of the Department such as Special Licensing and the Director's Office. They included license preference system charts and budget charts. We prepared preliminary drawings for the Ecological Services Division on Poindexter Slough Fishing Access Site.

# The Regions

## REGION 1

1981's activities in Region One were far from routine.

During the winter a trailer was constructed for the purpose of collecting and distributing used motor oil to solve the dust problems in certain State Recreation Areas and Fishing Access Sites.

A sheep trap was constructed and maintained on Wildhorse Island for the purpose of trapping and transplating a select number of mature rams. The operation was completed in late February.

With the acquisition of a new snow groomer, the snowmobile program was in full operation with a total of 1,500 miles being groomed in the Flathead. Grooming started in early December and was completed by mid-March.

An effort was made last winter to standardize the sign colors in Region One's State Recreation Areas and Fishing Access Sites. Woodland green and bark brown were used in repainting signs and outbuildings at these sites.

Approximately 556 feet of decking was placed at three sites to finish the piers at Yellow Bay, Big Arm, and Wayfarers State Recreation Areas. Sixty-four feet of docks were installed at Lambeth to aid fishermen and boaters. The Lambeth State Recreation Area project was completed at a cost of \$87,000 which included caretaker facilities with all utilities, campground and ramp parking, signing, a gate, a new boat ramp, and a fresh water well.

Operations and maintenance were a high priority all summer with the continuation of summer boating and camping programs. Wildhorse Island again was patrolled by summer seasonal ex-officio wardens whose duties included law enforcement, public relations, and observation of island wildlife.

## REGION 2

The main efforts for the year centered around operation and maintenance responsibilities of Park System sites.

Several small snowmobile projects were completed in the Missoula area consisting of gates and parking lots.

The first phase of the Hannon Memorial Fishing Access Site was completed through the Region 2 force account. Two docks constructed by Region 1 were installed at Painted Rocks and Frenchtown Pond.

A number of potential land acquisitions were investigated with varied results - a few successes and a few more failures.

Several sites received flood damage from early spring runoff and heavy rains. Federal flood damage assistance funds were available and the region completed the work which amounted to debris cleanup, rerouting roads, installing barriers, and installing a fence.

## REGION 3

During Fiscal Year 1981 numerous contacts were made regarding potential fishing access sites. Blackford, Kirk and Free River Fishing Access Sites were added to the Parks System, while several walk-through accesses were negotiated with private land owners adjoining major rivers. Three Conservation Easements were finalized. Development took place at Shed's Bridge, Sappington Bridge, Maidenrock, Pipe Organ and Cameron Bridge. This development included construction of new, or improvement of existing roads, fencing and installation of a latrine. Removal of a hazardous bridge over the Beaverhead River at Pipe Organ Fishing Access Site took place. The Department cooperated with the Bureau of Land Management (BLM) by graveling an access road at Warm Springs Creek on the Lower Madison River.

Other activities which took place at fishing access sites include an intensive but precise weed spraying to control leafy spruce and dalmation toad flax. Eleven sites were involved in a signing update program which included new entrance signs. The other unrecognized tasks which keep the fishing access sites usable were also accomplished this past year. These include road grading of all sites, negotiation of caretaker contracts, site mowing, fencing and day-to-day caretaking and fee collecting.

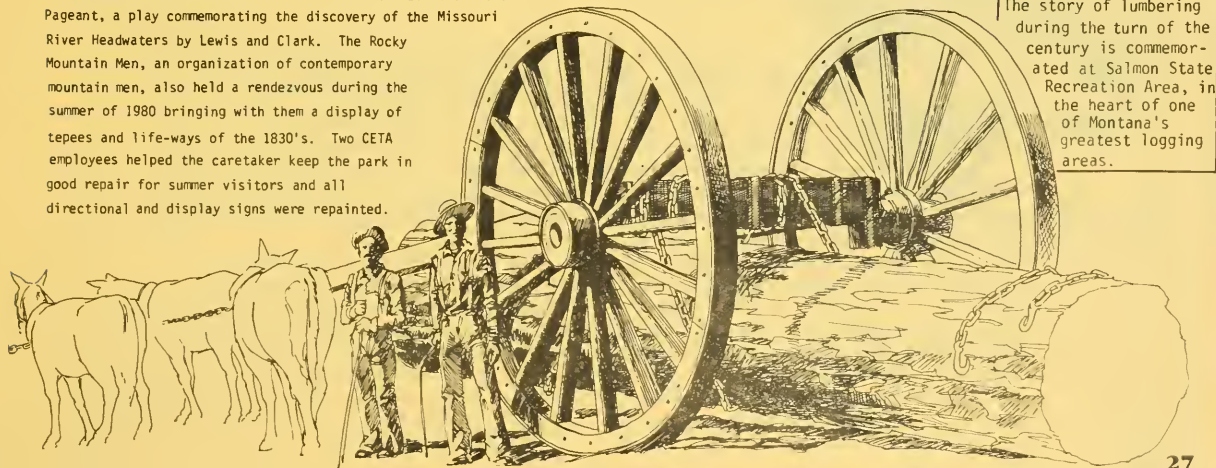
Work of interest which will keep the fishing access program alive and well in the future included participation in site planning at Eight Mile Ford, Emigrant, Springdale and Silos Fishing Access Sites and the filing of 44 water rights applications for fishing access sites and state parks. Negotiations for access to the west portion of Pipe Organ Fishing Access Site with the Highway Department were finalized. The traffic counter system continued to be monitored.

Training of the staff continued as Region Three employees attended training seminars in small engine and mower maintenance, snowmobile trail grooming equipment and weed control. The park manager attended Cultural Resources workshops and also served on BLM's Butte District multiple use advisory council.

The Department purchased two U.S.F.S. surplus ski-doo double tracks to assist local cross-country ski clubs with their ski track setting efforts. Region 3 personnel helped local clubs with ski race activities and worked in cooperation with the U.S. Forest Service and the Bozeman Nordic Ski Club to plow the road into Hyalite Canyon thus providing a greater winter recreation potential for the public.

During the winter of 1980-81, 508 miles of snowmobile trails in the Gallatin area were groomed. In the Cooke City area almost 2,000 miles of trails were groomed and the Dillon and Butte clubs groomed trails on a lesser extent with the Department's assistance.

Headwaters State Park was the site of the Lewis and Clark Pageant, a play commemorating the discovery of the Missouri River Headwaters by Lewis and Clark. The Rocky Mountain Men, an organization of contemporary mountain men, also held a rendezvous during the summer of 1980 bringing with them a display of tepees and life-ways of the 1830's. Two CETA employees helped the caretaker keep the park in good repair for summer visitors and all directional and display signs were repainted.



The story of lumbering during the turn of the century is commemorated at Salmon State Recreation Area, in the heart of one of Montana's greatest logging areas.



At the Mount Haggin Wildlife and Recreation Area historic research continued through the efforts of a private historical consulting firm. The Home Ranch, an early Montana sheep ranching operation's main buildings, was fenced with a jack leg fence to protect it from cattle damage.

A winter cattle grazing contract was negotiated for the Madison Buffalo Jump in anticipation of future land acquisition negotiations.

Bannack Days were celebrated every weekend in July, 1980 at Bannack State Park with demonstrations on gold panning, wool spinning, muzzle loading, blacksmithing, art shows, old time fiddlers and draft horse pulling. Due to increased visitation, a guide was hired for the summer to answer questions about Bannack and do maintenance work. Progress was made on a cultural resource survey, and negotiations were entered into with the BLM concerning the closure and rerouting of roads in the vicinity. Stabilization and maintenance work continued to be a dominant activity.

The Lewis and Clark Caverns staff revised its guide training manual, interpretive program and Caverns brochure while preparing a brochure on the bats at the Caverns. A contract was negotiated for the development of interpretive slide programs for the public and technical programs on cave development into staff training.

Other activities the Parks Division participated in were coordination of regional review of proposed U.S. Forest Service wilderness areas, cooperation with BLM to conduct an Upper Madison River recreational user study, and planning, hosting and participating in several social functions which include, but are not limited to, a pig roast, three house warmings, one chili feed and a birthday party for the oldest living Parks Division caretaker. Assistance was given in preparing legislative brochures for proposed projects at Bannack, Lewis and Clark Caverns and Canyon Ferry. Assistance was also given to the other divisions in the Department such as fish shocking, ex-officio work, talks to civic groups and maintenance work such as welding and fabrication.

#### CANYON FERRY

Major highlights at Canyon Ferry during FY '81 included: The Youth Conservation Corps (YCC) Program, during the summer of 1980, completed improvements projects at Riverside, Cottonwood, Ponderosa, Fish Hawk, Cave Bay and the Helena Valley Reservoir. Unfortunately the YCC Program was discontinued in 1981.

Assistance was also received from the CETA Program which authorized the employment of three (3) CETA workers at Canyon Ferry during this period. This program was also discontinued during the Spring of 1981.

Cabin site activity included the issuance of twenty-eight (28) construction permits, thirty-seven (37) lease renewals, seventeen (17) transfers and two (2) re-inspections for various violations. A major achievement was the completion of the leased lot survey program which included the surveying and monumentation of 266 lots as well as developing plats and legal descriptions for each lot.

The Spring of 1981 brought with it unusually heavy rains resulting in road washouts at Magpie Bay, White Earth, Cave Bay, and Confederate. Federal Emergency Management Agency funds were utilized to reconstruct these areas.

The Special Wardens Patrol during both the summers of 1980, however, increased considerably during 1981. The increase was primarily in day-use visitations.



Visitation dropped off during the summer of 1980, however, increased considerably during 1981. The increase was primarily in day-use visitations.

Special summer activities included events sponsored by the Helena Water Ski Club, the Helena Rowing Club, the Canyon Ferry Yacht Club and Fishing Derbys sponsored by the Townsend Jaycees.

The legislature authorized a total of \$250,000 for long-range improvements at Canyon Ferry. Most of this development funding will be used at the Silos State Recreation Area.

During the summer of 1980 the Parks Division took over the management of the Black Sandy area at Hauser Lake. Plans are being developed for improvement of the area and improvements are expected to take place in 1981-82.

The Reservoir Management Plan was revised and submitted for review by both Fish, Wildlife and Parks and the Bureau of Reclamation.

A minimum of 770 people used Chalet State Recreation Area, the group area available by reservation. This was an increase of at least 17% over 1980. \$1,025 were collected for use of the area in 1981.

#### REGION 4

Considering how it began, the 1981 season ended on a moderately successful note. Spring flooding has almost become an annual tradition in Region 4. In early June, three rivers, the Missouri, Smith and Sun went on the rampage. Single and double latrines popped from the saturated soils at Craig, Stickney Creek and Fort Shaw. Picnic tables floated downstream, roads melted, boat ramps dissolved and Park Manager/Maintenance Foreman temperatures boiled as rains caused swollen streams to inundate James Kipp, Slaughter River, Wolf Creek, Smith River and Martinsdale.

Parks maintenance-types were forced to make emergency repairs before responding to the more typical chores of mending antiquated fences, patching and painting ragged park facilities, installing signs and barrier posts, responding to irate landowners, irate recreationists, irate maintenance crews, etc, etc.

One achievement especially worthy of mention this year was the removal of a "heavy duty" USFS built double privy and reinstallation of same at the Kings Hill Snowmobile Area. The 21 foot wide toilet, together with concrete base and fiberglass vault were excavated, and then transferred via tractor and flatbed to its new home without a scratch. Credit belongs to the new and ingenious Park Maintenance Foreman, Ed Nevala.

The remaining open garbage pits along the Lower Missouri Wild and Scenic River were obliterated this year.

Other than one porcelain toilet having been blown off the wall, a few "cookies" spun on the lawn, a bit of graffiti and a few broken beer bottles, vandalism at Giant Springs Heritage State Park was held in check, perhaps in part due to the new security police contract negotiated with Big Sky Security. Hopefully, Big Sky's success will continue. The menu was improved and expanded at the park this season thanks to new Park Concessionaires, Paul, Maureen and Kim Bray. Phase II development got underway and is 85% complete. Provided the grass grows, it should be accepted by summer '82. The Giant Springs Heritage State Park Commission is now in the process of deciding how to spend the \$150,000 appropriated for phase III.



Lost Creek Falls  
State Park

Ackley Lake Recreation Area will receive a face lift in the fall of '81 and spring of '82. The YACC project at Pishkun Reservoir has been completed. Two double latrines and 5 picnic shelters were erected.

After the June floods subsided, floating picked up on the Smith River. The River Ranger program, a coordinated effort between the BLM, USFS and DFWP appears to have been successful again in this, its second season. A followup survey was conducted, the results not being available at this writing. The Smith River guide was updated and a similar brochure written for the Missouri River between Holter Dam and Great Falls will be available in Spring '82.

Finally, on land matters, the land exchange at Belt Creek Canyon (Sluice Boxes) was consummated. The Department received approximately 78 acres of canyon and creek frontage in exchange for a 66 acre hay meadow. A five year lease for a parking lot at Eden Bridge (Smith River take-out point) was signed in May. The lessee has the option to renegotiate a longer contract after five years. A nine acre parcel of Missouri River frontage near the Dearborn exit was leased to the Department by the Cascade County Park Board. Mid Canon State Recreation Area will be signed and made available to the public. No facilities are planned. Harold Poulsen of Great Falls, has donated a 20 acre parcel of Missouri River frontage approximately four miles south of town. Mr. Poulsen has indicated that he may donate one or more adjoining parcels in the future. Acquisitions still pending include the Ulm Bridge lease with Burlington Northern, Tintinger Slough near Cascade, White Sandy at Hauser Lake, Camp Baker on the Smith River, and Dearborn River Access near the old Lewis and Clark County Bridge on Highway 287.

#### REGION 5

Major activities this year in this region included continued renovation of the Chief Plenty Coups house at Plenty Coups State Monument, completion of the walk bridge at Selkirk Fishing Access Site, opening the Bighorn River Access Areas for public fishing and completing the trail system at Natural Bridge State Monument. Other activities that received attention and planning were the Beartooth Snowmobiling project, grazing and hay leases on selected recreation areas, water rights research and work on the new Cooney Dam Concession lease. The region was also busy with the land acquisition program. The region acquired four new areas. Two of the areas were by purchase, one by lease and one by gift. Much time was spent on these areas on preliminary planning.

Time was also spent on developing the Yellowstone River brochure, the Bureau of Land Management River Management plan and upgrading the State Recreation Guide brochure. Other projects included facility repair, cabin site leases, interagency meetings, budget matters and personal work schedules.

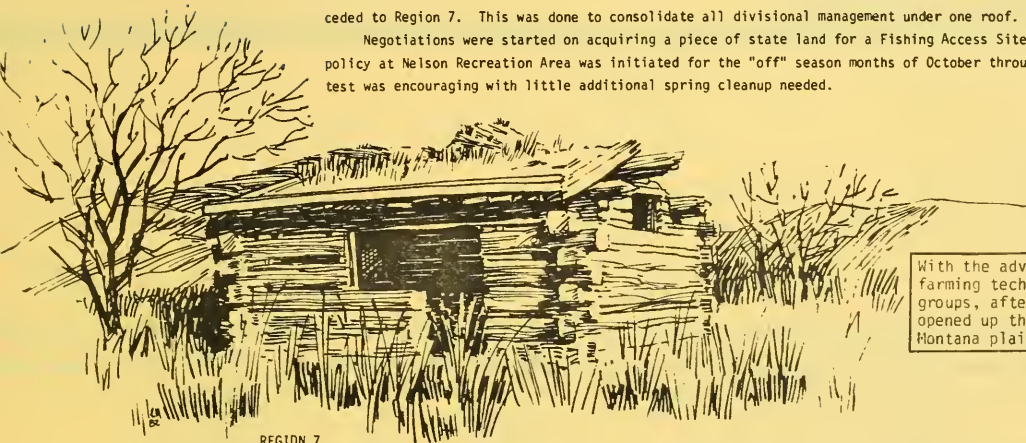
With nearly all data collected from the car counter program and fee reports, the region can predict a substantial increase in visitation; most noticeable were the large State Recreation Areas.

#### REGION 6

Major activities this year in this region included the repair of the emergency spillway at Whitetail Fishing Access Site, the beginning of an overhaul of the boat ramp at the Fort Peck Dredge Cuts Fishing Access Site and the repair of existing fishing piers at the same site. New riprap and fill were placed on the dam. The spillway on VR-9, a local fishing reservoir, was repaired. The BLM donated materials and manpower with Parks providing a loader-tractor and operator.

The Glasgow office received complete control of four sites in the Havre area. Region 4 and Region 6 had previously shared responsibility for these sites, with Region 4 Parks maintaining the sites. Gartside was ceded to Region 7. This was done to consolidate all divisional management under one roof.

Negotiations were started on acquiring a piece of state land for a Fishing Access Site. A "pack-in, pack-out" policy at Nelson Recreation Area was initiated for the "off" season months of October through April. The first test was encouraging with little additional spring cleanup needed.



With the advent of new land policies, farming techniques, and promotional groups, after 1900, the Homestead Era opened up the vast expanse of the Montana plains to settlement.

#### REGION 7

Two new wardens were assigned to Region 7. They were provided housing at Makoshika and Seven Sisters in order to assist with parks management and law enforcement. YCC crews completed several projects including putting in barrier posts and fire rings at Gartside, removing fences, debris and building trails, bridges, barriers and gates at Seven Sisters, Elk Island and Makoshika. YCC crews placed signs, fire rings and tables at Twelve Mile Dam and Far West. The YCC also removed fence, brush and trash from Amelia Island and Isaac Homestead.

Dawson County opened bids for the repair of Johnson Dam with \$40,000 of the Department's Fishing Access Site and Land and Water Conservation Funds. All bids were high so the project was dropped for now.

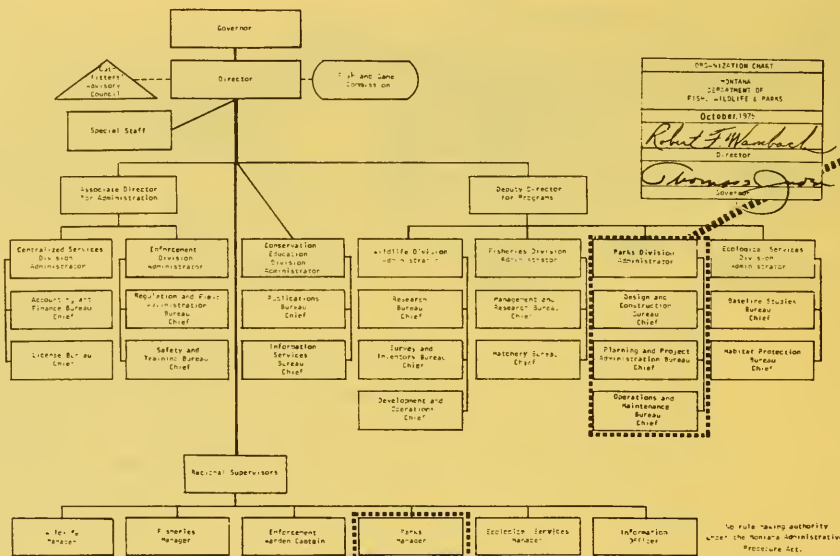
Several requests for seismic exploration in Makoshika State Park were received in March. However the Department has no control over the Bureau of Land Management and county land in the park where the exploration would take place. The Department requested the BLM to expedite the withdrawal of park lands for Recreation and Public Purposes. In May, helicopter oil and gas exploration began on county, BLM and State school trust lands within Makoshika. Also at Makoshika, a rockslide was removed from the road switchbacks, new slide measurement stakes were put in and transmission towers were inventoried. In June, Dawson County repaired some road washouts in Makoshika and Dr. Bob Hiatt led free weekly fossil identification tours.

During the paddlefish season at Intake Fishing Access Site, the private company who agreed to remove the fish guts at first, reduced pick up to twice a week and then refused to haul them at all. The entire Region 7 maintenance crew was kept busy hauling 23 barrels of fish daily to the Glendive dump on the last weekend in May. In June a full time fish gut hauler was hired.

It was reported that oil workers were living at Seven Sisters and Gartside in the day use areas where no latrine or garbage services are provided.

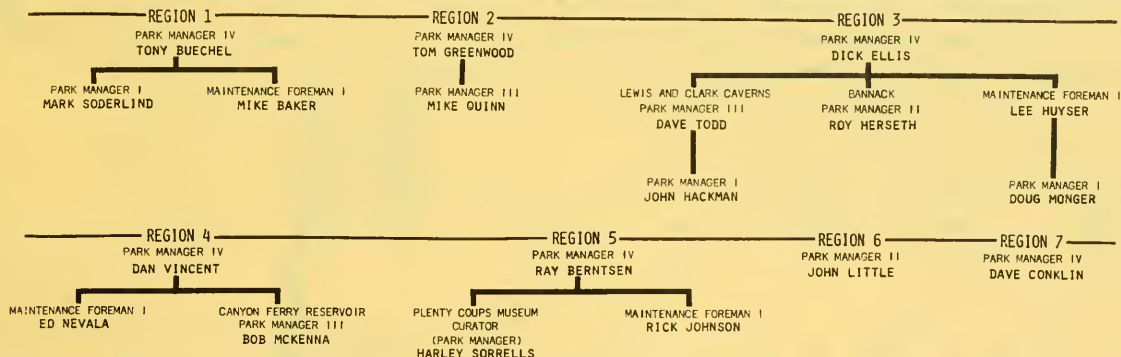
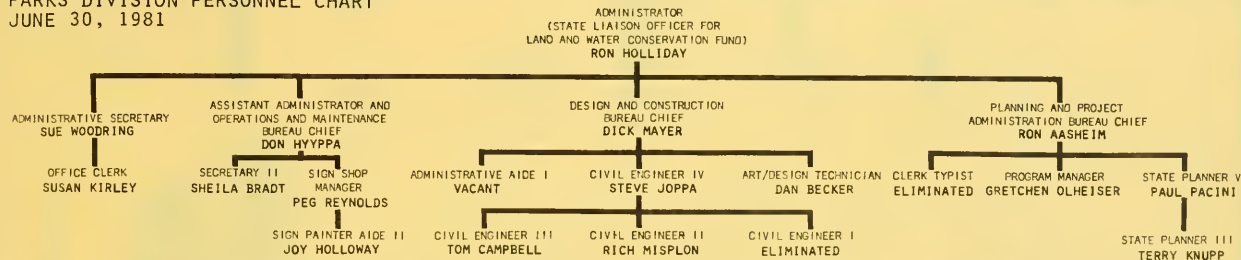
# Parks Division Personnel

## MONTANA DEPT. OF FISH, WILDLIFE AND PARKS ORGANIZATION CHART



The above figure portrays the organization of the Department of Fish, Wildlife and Parks on June 30, 1981. This includes the Department's relationship to the Governor and to the Fish and Game Commission. The next page portrays the organizational relationships within the Parks Division and the personnel who filled the positions. This provides an historical reference of the responsibilities of various Division employees.

# PARKS DIVISION PERSONNEL CHART JUNE 30, 1981



During the last fiscal year, the Parks Division had a few changes in personnel. In the field, Kurt Dyer, Region 4 Maintenance Foreman, resigned and Ed Nevala came on as his replacement. Ed's position is now shared with the Fisheries Division. In Region 3, seasonal employee Doug Monger was made a Park Manager I. The Blackfoot Corridor Manager's job in Region 2 was upgraded to Park Manager III and was filled by Mike Quinn.

In Helena, the Design and Construction Bureau experienced some personnel losses. Arlene Nelson moved, and her Administrative Aide I position was left vacant for budgetary reasons. Walt Anderson's Civil Engineer I position was also cut due to budgetary reasons and the cutback in the Land and Water Conservation Fund. In the Operations and Maintenance Bureau, Ginny Kalmbrenner left her position as Administrative Secretary which was then filled by Sue Woodring. Sheila Bradt was hired to replace Sue as Secretary II. The vacant Clerk Typist position in the Planning and Project Administration Bureau was eliminated. Most of the resulting FTE's from all the foregoing cuts were distributed to field operations.



## Funding and Expenditures

Operations and maintenance funding for the Parks Division's activities comes from several sources. Some such as the General Fund, can be used in support of any legitimate park activity. Most, however, are earmarked--their use is restricted to specific sites or activities.

The Coal Severance Tax is used for the maintenance of sites purchased with interest from the Coal Tax Trust Fund (see page 12). The motorboat fuel tax is used for the operation and development of sites where motorboating takes place. Sportsmen's License Revenues are used for maintenance of fishing access and other heavily used sportsmen areas. Other miscellaneous revenues include state parks earned revenues such as camping fees, and some federal sources such as the Land and Water Conservation Fund and CETA.

The 1979 Legislature made appropriations for the 1980-81 biennium to each of the Department's management divisions. The next page reflects the Parks Division operation and maintenance activities for fiscal 1981. No capital expenditures are included--a further description of these can be found on pages 17 and 24.

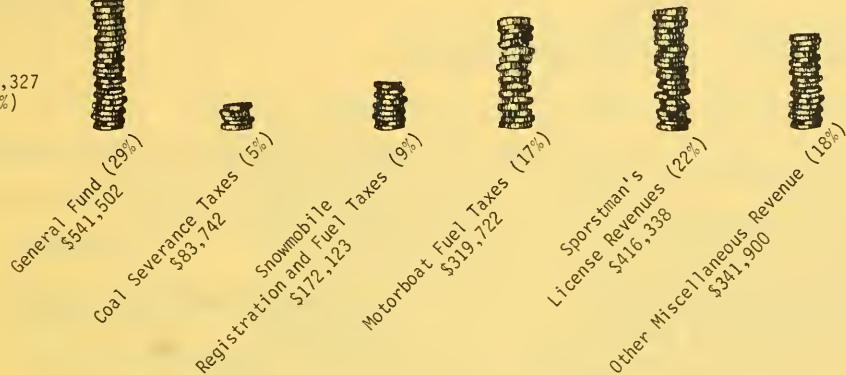


The Parks Division operations expenditures for FY 1980 was \$1,875,327



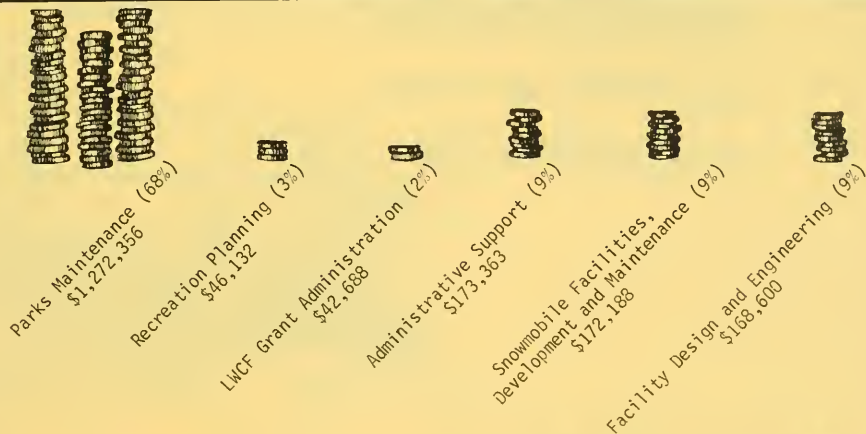
# FUNDING SOURCES

TOTAL  
\$1,875,327  
(100%)



# HOW FUNDS WERE EXPENDED

TOTAL  
\$1,875,327  
(100%)



# PUBLICATIONS

1. \_\_\_\_\_. Placid Lake. (brochure). Helena: Montana Department of Fish, Wildlife and Parks. August 1980. 500 copies.
2. \_\_\_\_\_. Salmon Lake. (brochure). Helena: Montana Department of Fish, Wildlife and Parks, August 1980. 500 copies.
3. \_\_\_\_\_. Public Use Regulations for Recreation Areas. Montana Department of Fish, Wildlife and Parks, August 1980. 300 copies.
4. \_\_\_\_\_. Old West Region Non-Resident Travel and Recreation Study. Summary Report. Oblinger-McCaleb. November 1980. Reprinted, Montana Department of Fish, Wildlife and Parks. January 1981. 50 copies.
5. \_\_\_\_\_. Smith River User Survey. Helena: Montana Department of Fish, Wildlife and Parks. January 1981. 50 copies.
6. Blunt, John W., McCool, Stephen F. An Estimate of the Energy Consumption Occurring Because of Participation in Selected Outdoor Recreation Activities. Helena: Montana Department of Fish, Wildlife and Parks. January 1981. 50 copies.
7. \_\_\_\_\_. Parks Perspective. Helena: Montana Department of Fish, Wildlife and Parks. January 1981. 300 copies.
8. \_\_\_\_\_. Coal Tax Park Proposals - 1981. Helena: Montana Department of Fish, Wildlife and Parks. January 1979. 100 copies.
9. Ron Aasheim and G. Wesley Burnett. "Profile of a Snowmobiler" Montana Outdoors, September/October 1980.
10. Terry Knupp. "Cross-Country Skiing: Who Should Provide?" Montana Outdoors. March/April 1980.
11. Paul R. Pacini. "Downhill Skiing" Great Falls Tribune, April 5, 1981.
12. \_\_\_\_\_. Canyon Ferry State Recreation Area, Facility Improvement Proposal. Helena: Montana Department of Fish, Wildlife and Parks, January 1981. ? copies.
13. \_\_\_\_\_. Giant Springs-Heritage State Park. Helena: Montana Department of Fish, Wildlife and Parks. January 1981. 300 copies.
14. \_\_\_\_\_. Lewis and Clark Caverns Electrical Proposal. Helena: Montana Department of Fish, Wildlife and Parks. January 1981. ? copies.
15. Paul R. Pacini. "Recent Montana Recreation and Tourism Studies." Montana Business Quarterly, Summer 1981.

# LOOKING AHEAD

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# 1983 SCORP

An influential part of future planning for the Department of Fish, Wildlife and Parks has been the Statewide Comprehensive Outdoor Recreation Plan, better known by its acronym, SCORP. See page 22 for more details on SCORP.

During the coming fiscal year, six recreational issues will be addressed in SCORP. A discussion of each issue will be published in newspapers, a magazine, or otherwise mass distributed to encourage public involvement. These issues are:

- 1) Wilderness Review
- 2) River Recreation
- 3) Recreational Access
- 4) Recreation and Energy
- 5) Bikeways
- 6) Destination Vacationing

Following is a more detailed discussion of each issue to be treated in fiscal year 1982.

## Wilderness Issue

Since 1964, fourteen Montana areas totaling over three million acres have been incorporated into the National Wilderness Preservation System. The study of prospective additions to the wilderness system has been a major activity of many government agencies in the state. The U.S. Forest Service has been involved with RARE II areas, Senate Bill 393 areas, and the Elkhorns. Also, the passage of recent legislation has influenced their management of certain wilderness and wilderness study areas. The Bureau of Land Management has been involved with the identification of wilderness study areas on their lands. This will lead to agency recommendations to Congress for areas to be or not be managed as wilderness.

It can be difficult to follow management including wilderness processes. The 1981 SCORP wilderness process in Montana, publication in newspapers detailed information about by request.

the continuous progression of decisions made in public land studies, development conflicts and numerous planning wilderness issue will summarize the current status of the The issue will be written in a short version for around the state and long version giving more each process. The longer version will be available



# River Recreation Issue

In 1979 a Department of Fish, Wildlife and Parks study indicated that 25% of Montana's adult residents had gone river floating for an average of four days each. This popularity is continuously growing, and it is resulting in some concerns for both river users and adjacent landowners.

The Department of Fish, Wildlife and Parks has listed 66 streams totaling some 5,000 miles as *floatable* in Montana. Portions of only four of these streams have been determined *navigable* in a court of law. This scarcity of legal definition has resulted in disputes between river floaters and adjacent private landowners. Two such lawsuits are pending in Montana courts at this time.

The issue paper will discuss some of the intricacies of this river corridor access question. It will present legal solutions used in other states and suggest a possible solution which would not require court action. The issue paper should appear in a yet unspecified publication during the spring of 1982.

In addition to the paper, in December of 1981 the Department of Fish, Wildlife and Parks released a film, "All for the Rivers." The 26 minute documentary portrays the fish, wildlife and recreational opportunities of Montana's rivers in their natural state. The film is available as a free public service from the department's Helena office.

EDITOR'S NOTE: This issue was deleted from the SCORP document because of its potential to influence the current litigation dealing with public use of the Beaverhead and Dearborn Rivers.



## Recreational Land Access Issue

Abundant public land holdings in western Montana have in the past largely relieved private landowners of the pressure from outdoor recreationists. Unfortunately this has not been the case in eastern Montana and it is becoming a thing of the past in the west as urban populations grow and demand more recreational space.

Dwindling recreational access to private land and restricted access to public land will be subjects for discussion in the Recreational Access Issue. Insights gained through a recent outdoor recreation study entitled "Attitudes," and recommendations from the Landowner-Sportsman Relations Council will assist in evaluating this issue.

The issue paper is due for completion in November of 1981 and will be published in a yet undetermined publication during the winter or spring of 1982.

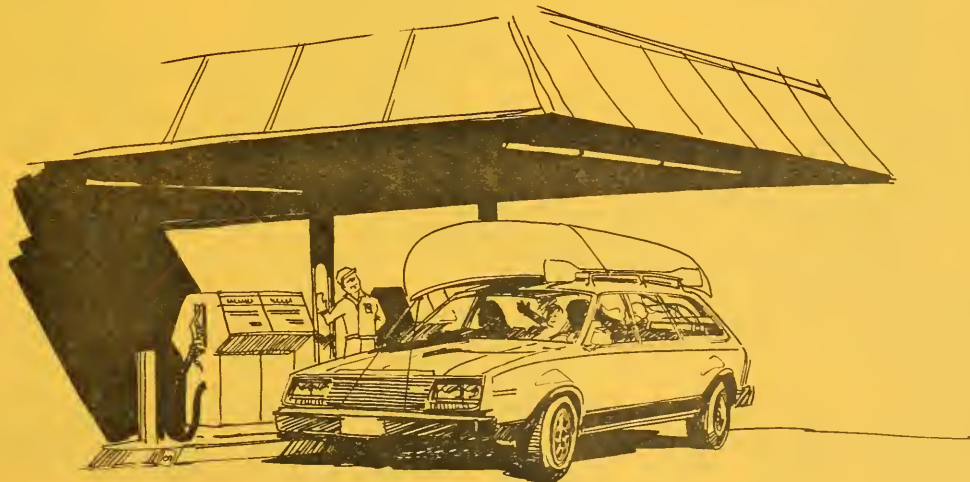


## Energy and Recreation Issue

Since the 1973 and 1979 oil shortages, the effects of energy availability and pricing have been on everyone's mind. Recreationists are no exception. As a result they are visiting recreational attractions closer to home, staying longer once they get there, and even changing their choices of activities.

Are recreational opportunities being smothered by the rising price of gasoline? What can -- or more appropriately perhaps, what should recreation managing agencies do about evolving recreational trends? How are world energy supplies going to affect the future of recreation? These questions will be examined in the coming Energy and Recreation Issue.

The Energy and Recreation Issue paper will be published in Montana Outdoors magazine during the spring of 1982. In addition, a TV public service announcement is being prepared to attract more public attention to this issue.



## Bikeways Issue

For many Montanans, one solution to the problem of high fuel prices is right in their own garage, their trusty bicycle. Almost 33% of the state's adults bicycled at least one day in 1979, but this popularity is currently more for recreation than transportation. In 1979, the Montana Energy Conservation Study on Bikeways surveyed urban Montana adults. 67.5% of the respondents rode their bikes for recreation, but only 5% rode their bikes to work. When asked if they would ride their bikes to work if there were bikeways, 60% said yes.

The SCORP Bikeways Issue will examine urban Montana's desire for bikeways, describe what bikeways are as well as their construction costs, and list possible funding sources.

The Bikeways Issue will likely be published in a Montana magazine.





# Destination Vacationing Issue

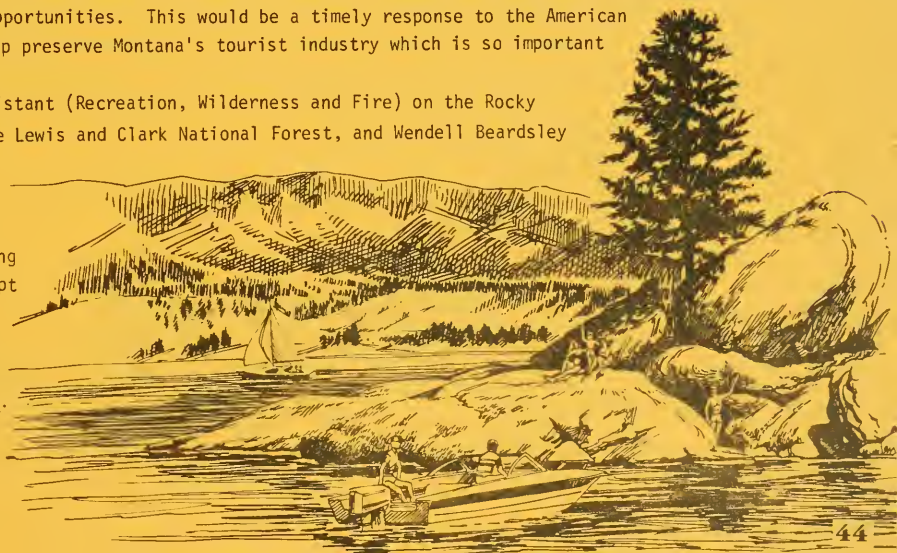
Rising gasoline prices over recent years have influenced our activities, and recreation habits have not been exempt. The Old West Region Nonresident Survey indicated that nearly 70% of Montana tourists during the summer of 1979 would be influenced by gas prices of \$1.25/gallon. People said they would take shorter trips, stay longer at a destination, make fewer side trips or travel closer to home. The increased cost of travel is bringing into vogue a concept termed "destination vacationing." What this means is that a vacationer would stay in one area for the entirety of his trip, rather than participate in what was once the traditional marathon vacation which put hundreds or even thousands of miles on the family car while traveling from attraction to attraction.

A destination vacation location must have a variety of attractions to retain visitors for an extended period. These attractions might range from a townsite with a theater and restaurants to virgin forest with hiking or ski trails.

With its extensive land base and recreation expertise the U.S. Forest Service is in a good position to enhance destination vacation opportunities. This would be a timely response to the American recreator's needs and would help preserve Montana's tourist industry which is so important to Montana's economy.

Steve Solem, Resource Assistant (Recreation, Wilderness and Fire) on the Rocky Mountain Ranger District of the Lewis and Clark National Forest, and Wendell Beardsley of the Regional Forester's Office in Missoula will discuss the potential role of government agencies in promoting the destination vacation concept via a SCORP issue article.

This issue paper should be published during the spring of 1982 in the Montana Citizen.



## **Eastern Montana Energy/Recreation Study**

A 1980 international study headed by Professor Carroll L. Wilson of Massachusetts Institute of Technology, called the "World Coal Study", said that coal could replace oil as the chief fuel within 20 years. The study predicts that a worldwide swing to coal could make the United States "the Saudi Arabia of coal," a holder of huge reserves that would dominate the export coal market.

The northeastern portion of Wyoming, western North Dakota and southeastern Montana contain the rich Fort Union coal formation. The Fort Union formation and other scattered coal deposits have attracted thousands of new residents to this sector of the state. The Electric Power Research Institute in New York completed a study in 1980 which tells us to expect a five-fold increase in coal mining employment between 1975 and 1990 in the western states.

These new arrivals in eastern Montana are coming for job opportunities, but they are also going to be looking for recreation opportunities. In anticipation of this likely influx of coal miners/recreators a study was commissioned for eastern Montana to determine its potential population growth and the recreation preferences of the present population. John Wachsmuth, a University of Montana senior completed the study in partial fulfillment of the degree requirements for his B.S. in Recreation Management. The Department of Fish, Wildlife and Parks provided expenses during his study because of the importance of this information to future recreation planning.

The field work was completed during the spring of 1981, and the final report should be available in January of 1982.



# Historic Preservation

Since 1939, Montana's State Park System has been charged with, among other responsibilities, the mandate to conserve the historic and the archaeological resources of the state and make them available to people for their enjoyment. Since then, the System has grown considerably. Among the 300 sites now in the system, 16 are designated primarily because of their historic significance. Many other sites acquired primarily for other purposes have considerable historic significance.

Some of the most important events and places which have helped shape our state are now a part of Montana's State Park System -- the Rosebud Battlefield, important not only to the settlement of Montana but of the entire West; Bannack, our first territorial capital; Fort Owen, the "birthplace of Montana"; Chief Plenty Coups' home, a vivid reminder of the acculturation of Montana's native people; Pictograph Cave, home to Montanans 10,000 years ago; the Madison Buffalo Jump, so vital to early Montanan's survival; and others. Truly these areas contribute enormously to our rich and colorful heritage -- a heritage Montanans cherish. As noteworthy as these and other State Park System sites are, most have been preserved on an opportunistic basis.

The Coal Tax Park Acquisition program initiated by the State Legislature affords the state an opportunity to expand the Park System into areas of greatest need. For the first time, there is now a dedicated source of money for acquisition of historic sites on a structured, well-reasoned basis.

During the coming year, an effort will be made to identify gaps in the historic themes preserved for Montanans. Park planners will review major historic themes such as fur trading, ranching, military history, Indian cultures, and others. All sites open to the public -- private, federal, state, local -- representing these various themes will be analyzed to find out where gaps exist.

One major theme which seems to have been largely omitted from preservation efforts is the homesteading era. There seems to have been very little effort made toward preservation of "typical" homesteads. An effort will be made to confirm this. If it is true, then the Department of Fish, Wildlife and Parks will try to locate areas suitable for inclusion in the State Park System and propose them to the legislature for acquisition.

Through the Homestead Acts, a total of nearly thirty-two million Montana acres passed from public to private hands, causing one of the greatest booms in the state's history.







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